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SOUTHEAST AREA PLAN

SACRAMENTO COUNTY 1965

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THE SOUTHEAST PLANNING AREA

A GENERAL PLAN

Sacramento County, California

Adopted by

SACRAMENTO COUNTY BOARD OF SUPERVISORS

Resolution Number 66-161, February 16, 1966

Approved by

SACRAMENTO COUNTY PLANNING COMMISSION

Resolution Number 343, November 23, 1965

Prepared by

SACRAMENTO COUNTY PLANNING DEPARTMENT

COUNTY OF SACRAMENTO

PLANNING DEPARTMENT
EARL D. FRASER, PLANNING DIRECTOR

827 SEVENTH STREET
SACRAMENTO, CALIFORNIA 95814

September 24, 1965

R. Asa Briggs, Chairman
Sacramento County
Planning Commission
Sacramento, California

Dear Mr. Briggs:

It is indeed a pleasure to transmit the report and maps of the proposed Southeast Area General Plan to the Sacramento County Planning Commission.

The Southeast Area General Plan is a result of over a year of meetings and discussions among the Planning Department staff and the residents and property owners of the southeastern portion of Sacramento County. There were, of course, moments of disagreement, but these were only a very small percentage of the hours of effort and productive discussion which developed the plan. The cooperative spirit of the people in the southeast area and their willingness to devote their time to this study is indicative of their interest in the future of the community and their desire to make it a better place in which to live and to earn a living.

It is this interest and spirit that has made the efforts of the staff more productive. It gives the Southeast Area General Plan a firm foundation of public support and should enable it to withstand pressures for changes which might be detrimental to the community.

The staff of the Planning Department would like to express its appreciation to the more than 140 individuals who have attended our meetings and helped prepare this plan.

Sincerely,

Earl D. Fraser

EARL D. FRASER
Planning Director

EDF:rb

Enclosures

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COUNTY OF SACRAMENTO

PLANNING DEPARTMENT
EARL D. FRASER, PLANNING DIRECTOR

827 SEVENTH STREET
SACRAMENTO, CALIFORNIA 95814

November 23, 1965

Honorable E. Henry Kloss, Chairman
Board of Supervisors
County of Sacramento
County Administration Building
Sacramento, California

Subject: Southeast Area General Plan

Dear Mr. Kloss:

The Southeast Area General Plan is herewith transmitted to the Board of Supervisors by the County Planning Commission with a recommendation that the Plan be adopted as a part of the General Plan for the County of Sacramento.

It is with a sense of accomplishment that the Commission forwards the Southeast Area General Plan to the Board. The Commission feels that the Plan is sound and will direct development in a manner which will contribute materially to the economic and cultural well-being of the County. This Plan in turn makes feasible the adoption of detailed Comprehensive Zoning Plan maps for units numbered 16, 19, 20, 25 and 26, thereby completing the unit maps for the entire unincorporated portion of the County.

The Commission commends the work of the Citizens Advisory Committee and other agencies participating in the development of the Plan as well as the staff of the Planning Department.

Respectfully submitted,

COUNTY PLANNING COMMISSION


R. ASA BRIGGS, Chairman

RAB:CDM:pb

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SYNOPSIS

The Southeast Area General Plan includes 180 square miles of land in the southeastern portion of Sacramento County. The plan suggests locations for various future uses of the land by indicating areas most suitable for residential development, community facilities, recreation, and permanent agriculture.

The Southeast Area General Plan proposes 129 square miles of permanent agriculture, 41 square miles of residential and 10 square miles of recreation and community facilities.

Zoning unit maps numbers 16, 19, 20, 25, and 26 have been prepared as the first major step in implementing the plan. The adoption of the five zoning unit maps eliminated the "A-3" Agricultural zone which has been used as an interim zoning district classification. A new five acre minimum zoning district, "A-5" Agricultural has been adopted.

The research phase of the report includes a description of the physical characteristics, the economy of the area, local services and special districts, the problems of water supply and flooding, existing zoning and land use planning in surrounding areas.

The plan phase includes a land use element, a transportation element, a recreation and community facilities element and a population projection.

The implementation phase includes proposed zoning district maps and a list of recommendations.

SOUTHEAST AREA GENERAL PLAN

INTRODUCTION

An area the size of the Southeast Planning Area contains a variety of changing physical, social, and economic conditions and poses certain difficulties and uncertainties. It is not always possible to gaze into the future and make accurate predictions. No plan, in its analysis of past development and present trends, should presume that the historic trends will continue without possibility of modification.

For a plan to be effective it should serve as a realistic guide for public and private development but should be modified and updated to reflect changing conditions and needs of the community.

The Southeast Area Plan was developed by the staff of the Planning Department with the assistance of an advisory committee composed of residents and property owners of the southeast area of Sacramento County. In developing the plan many items were discussed, and many proposals were made. The final plan is a composite of these suggestions and proposals.

In the fall of 1964 a group of fifteen active residents and property owners were asked to work with the staff of the Planning Department to prepare a general plan and the related zoning maps for the southeastern portion of Sacramento County.

The first meeting was held in the Dillard School at Wilton November 30, 1964. Subsequent meetings were held at this school on January 11, 1965, February 15, 1965 and March 22, 1965. Meetings were held at the Arcohe School in Herald on April 27, 1965 and May 17, 1965 and at the Community Center in Alta Mesa on June 28, 1965. Attendance at these meetings varied from a minimum of 38 persons at the first meeting to a high of 74 persons. Over 140 individuals attended at least one meeting of the study committee.

Upon completion of the advisory committee's work the Planning Department conducted two general public discussion meetings to give the residents and property owners of the Southeast Area an opportunity to become familiar with the proposed general plan and the zoning maps. The first of these meetings was held August 25, 1965 at the Arcohe School in Herald and the second August 30, 1965 at the Alta Mesa Community Center.

The Sacramento County Planning Commission held four public hearings to consider the plan and the accompanying zoning maps. The first public hearing was held on September 27, 1965 at the Alta Mesa Community Center. The second, third and fourth hearings were held at the County Administration Building on October 5, 1965, November 9, 1965 and November 17, 1965. After the fourth hearing the Planning Commission adopted Resolution No. 343 November 23, 1965, recommending to the Board of Supervisors the approval

of the General plan and Resolution No. 344 recommending to the Board of Supervisors the adoption of zoning unit maps 16, 19, 20, 25 and 26. The Board of Supervisors held three public hearings at the County Administration Building. After the third hearing the Board of Supervisors adopted the plan by Resolution No. 66-161 February 16, 1966 and adopted the five new zoning maps by Ordinance Number 904 February 16, 1966.

LOCATION AND PHYSICAL CHARACTERISTICS

The Southeast Planning Area is located entirely within Sacramento County. It encompasses 180 square miles of flat to rolling agricultural land. It is sparsely populated with most families living on 2 to 10 acre lots. The area is made up of five comprehensive zoning unit maps numbered 16, 19, 20, 25 and 26. The area is generally bounded on the north by Jackson Road, on the east by the Amador County Line, on the south by Dry Creek and the San Joaquin County Line and on the west by the Cosumnes River and a north-south line located two miles west of the Central California Traction Company Railroad.

From the low flood plains along the Cosumnes River and Dry Creek extensive flat agricultural lands stretch to the west, north and south and terminate in the east at the foothills. These foothills rise to a height of 500 feet in the northeastern portion of the area. The planning area is crossed by two major streams, the Cosumnes River on the east and north and Dry Creek on the south. Deer Creek touches the area in the north. The central portion of the area is drained by Laguna Creek. All these streams have fairly wide flood plains with the exception of the eastern portion of the Cosumnes River.

The climate in the Southeast area is characterized by warm dry summers, from May through October, and cool rainy winters from November to April. The average yearly rainfall varies from 17 inches in the Wilton area to 20 inches in the Michigan Bar area.* During the summer, maximum daytime temperatures occasionally exceed 100°F. The frost-free period extends from about the middle of February to the end of November. The area has considerable fog during the winter months. The temperatures rarely drop below 20°F.**

*County-wide Hydrology, George S. Nolte, Consulting Civil Engineers, Inc., October, 1961.

**Folsom South Unit, U.S. Department of the Interior, Bureau of Reclamation, January, 1960.

THE ECONOMY

In the beginning of man's existence in the valley the economy was simple. The original people lived very much as animals satisfying their needs from day to day. As man evolved into a more complex culture he began to form tribes and establish communities. The Indian tribes of the Cosumnes Valley lived in an area where their needs were easily satisfied, and they were by nature an easy going, peaceful civilization. The coming of the white man marked the end of the Indian culture.

The early white settlements in the area were more or less self-supporting and trading was the means of acquiring that which one did not produce. With the discovery of gold however, the economy suddenly changed. A monetary system was developed and goods were bought and sold on the basis of their value in gold. The influx of people into an area completely unprepared to receive them created a situation in which all the necessities of life were at a premium.

When the gold resources began to diminish the area began to take on a more permanent appearance and well established communities were developed. Sound businesses were established and people began to look to the soil for sustenance rather than treasure. Today the population in the southeast area of Sacramento County is less than it was in the gold rush period. In more recent years a demand for rural homesites in outlying areas has evolved. New rural non-farm homesites are being established in and around the already established historical communities. Most of the new families moving into the area do not make a living by farming and so again the economy is changing.

EXISTING LAND USE

Before the general plan was prepared an inventory of the existing use of the land was made. This information gave the staff and committee a picture of what was currently being done with the land and identified the natural land forms and resources within the area. Such an inventory is an important basis for any future projection of physical development.

Although agriculture is the predominant land use, the inventory revealed important differences in the use of the land. The most noticeable characteristic of the area is the lack of residential development in the eastern half and the number of scattered non-farm dwellings in the western half. At the time of this survey there were 516 single family homes, 34 trailers and 6 farm labor housing units in the planning area. Most of the non-farm dwellings are located near the three historical communities of the study area: Clay, Herald and Wilton. Of the three Wilton and Herald are the major centers. Wilton is located in the northwestern portion of the planning area along the Cosumnes River. It consists of several stores, a post office, an elementary school, a church, a gas station, and

a few small residential lots. Herald, a smaller community approximately nine miles south of Wilton has a grocery store, an elementary school, a post office, a State and County rehabilitation center and a fire station.

Using a family unit size of 3.5 persons the 1965 population was estimated to be about 2,000 people. The existing land use inventory indicated that most of the newer homes were constructed on two to five acre lots. An analysis of parcel sizes was undertaken to determine the size of the lots in the area. The parcel sizes as taken from the County Assessor's maps are tabulated in Table I.

TABLE I
PARCEL SIZE ANALYSIS
SOUTHEAST PLANNING AREA

Parcel Sizes (Acres)	Number of Parcels	% Of Total
0.00 to 1.99	294	13.4
2.00 to 4.99	290	13.2
5.00 to 9.99	326	14.8
10.00 to 19.99	513	23.3
20.00 to 79.99	439	19.9
80 and over	340	15.4
Total	2,202	100.0



The size of the parcels is important in determining appropriate zoning district boundaries. It is undesirable to have numerous small lots located in large lot zoning districts.

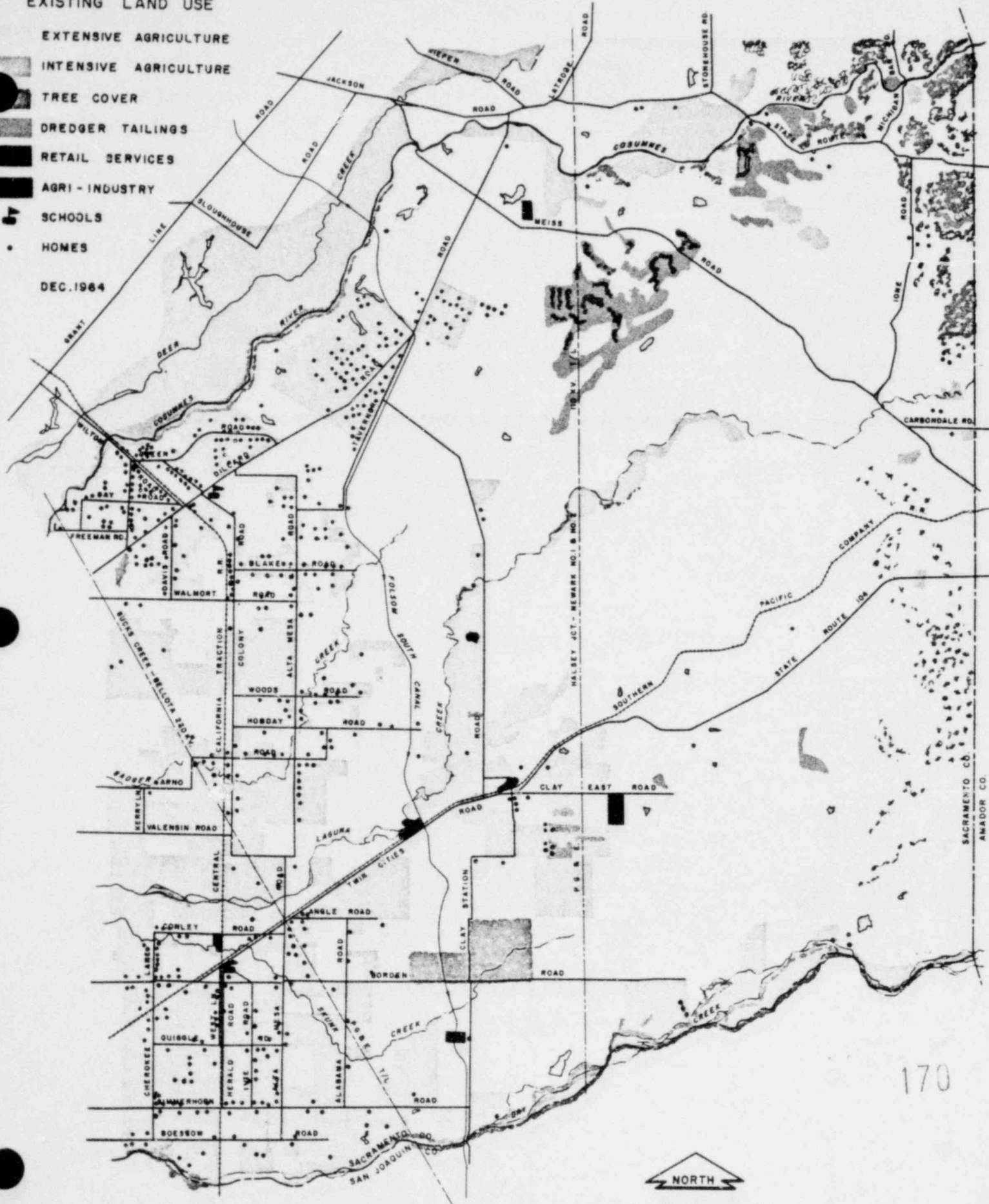
Much of the 180 square miles of the study area is composed of dry pasture and other agriculturally used land. The eastern section, particularly, has extensive areas devoted to dry pasture and is made up of large cattle ranches. Along the Cosumnes River where the soil is good and water is more readily available there are intensive agricultural uses. Other agricultural activities, such as the three cattle feed lots located in the Clay Station neighborhood are spotted throughout the planning area.

In the northeastern section there are extensive areas of gold dredger tailings. These man-made formations give a desolate appearance to the land where there is a lack of tree cover and vegetation. Some of the tailings are presently being used for low grade aggregate, others are only waste land and provide habitat for small game and wild birds. Near these tailings there are extensive clay deposits, some of which have been used industrially. This activity has left striking evidence of its operation in the form of clay pits located north of the Jackson Highway and west of the Michigan Bar Road.

SOUTHEAST PLANNING AREA

EXISTING LAND USE

-  EXTENSIVE AGRICULTURE
 -  INTENSIVE AGRICULTURE
 -  TREE COVER
 -  DREDGER TAILINGS
 -  RETAIL SERVICES
 -  AGRI-INDUSTRY
 -  SCHOOLS
 -  HOMES
- DEC. 1964



SCALE 0 1/2 1
IN MILES

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There is a general lack of tree cover within this sector of the County with the exception of the far eastern and northern portions where the vegetation consists of oak trees and brush scattered through the foothills. Along Dry Creek and the Cosumnes River the tree cover generally follows the streams and tributaries. Near the community of Clay there are two large groves of Eucalyptus trees covering approximately 870 acres. Portions of these groves are being sold as home sites.

The following table indicates the size of the areas devoted to the various land uses within the southeast planning area.

TABLE II
EXISTING LAND USE
SOUTHEAST PLANNING AREA
SACRAMENTO COUNTY
DECEMBER 1964

Land Use	Acres	Square Miles	% Of Total
Orchards	154	0.24	0.13
Rice Paddies	99	0.15	0.08
Field & Row Crops	25,943	40.54	22.53
Dry and/or Native Pasture	82,589	129.05	71.69
Industrial and/or Agricultural Products Processing	255		
Commercial	2		
Housing			
Farm Labor Housing	18		
House Trailers (34 units)	27	1.28	0.71
Single Family Houses (516 units)	387		
Schools (2)	10		
Public and Semi-Public	57		
Vacant	68		
Clay Pits	28		
Dredger Tailings	2,320		
Water Areas	835	8.74	4.86
Marshes & Swamps	156		
Wooded Areas	2,252		
TOTAL	115,200	180.00	100.00

LOCAL SERVICES AND DISTRICTS

Fire Protection

Five fire protection districts serve portions of the southeast area. However, some 100 square miles of the eastern portion are not in a fire protection district and rely upon the state forestry service for fire protection. The area west of Latrobe Road north of the Cosumnes River is in the Sloughhouse fire district. The western portion of the planning area is served by the Wilton Fire District, the Alta Mesa Fire District, the Herald Fire District and the Galt Fire District.

School Districts

There are four school districts in the area. The area north of Blake Road is in the Elk Grove Unified School District. The area south of Blake Road is in the Galt Joint Union High School District. Two elementary school districts are in that high school district; the Arcohe Elementary School District, and Galt Elementary School District.

Telephone Service

Two telephone companies serve the Southeast Planning Area. The area north of Arno Road, west of Clay Station Road is served by Citizens' Utilities Company on the Elk Grove Exchange. The rest of the area is served by Pacific Telephone Company.

Electric Service

The Bridgehouse area and the western portion of the planning area is served by the Sacramento Municipal Utility District (SMUD). The remainder of the area is served by the Pacific Gas and Electric Company.

Natural Gas

There is no natural gas service available in the area.






Water Supply

There is no public domestic water service available in the area. The Omochumne-Hartnell Water District in the northern portion of the planning area distributes irrigation water and maintains the canals and ditches. The Galt Irrigation District includes much of the western one-third of the planning area. The Clay Water District includes some 10 square miles in the central portion of the planning area north of the townsite of Clay. These two districts were formed to utilize water from the Folsom South Canal when it is completed. At present they provide no services for the distribution of water.

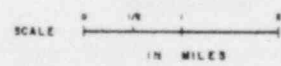
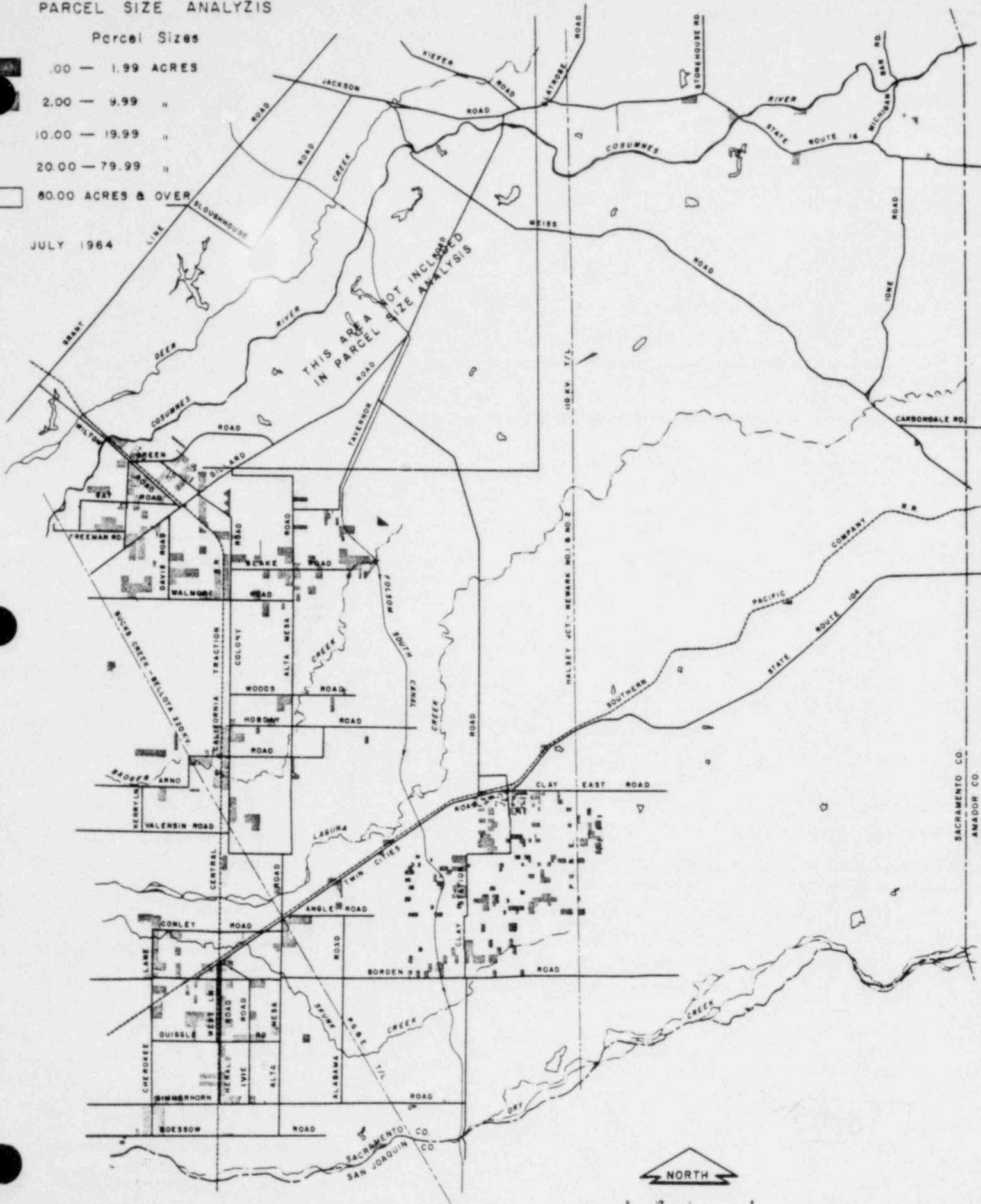
SOUTHEAST PLANNING AREA

PARCEL SIZE ANALYSIS

Parcel Sizes

-  .00 — 1.99 ACRES
-  2.00 — 9.99 "
-  10.00 — 19.99 "
-  20.00 — 79.99 "
-  80.00 ACRES & OVER

JULY 1964



WATER

THE PROBLEM OF WATER SUPPLY

The problems of water supply and disposal in the Southeast Planning Area are manifested in the dilemma of too much in the winter and too little in the summer. This situation is typical of the Central Valley and has been the subject of a great deal of research and study by federal, state and local agencies.

In March of 1964 the Bureau of Reclamation of the U.S. Department of Interior published a report on the Cosumnes River Division of the Central Valley Project. The report supplies extensive information on the existing and potential water supply. It evaluates plans to develop the water and related land resources of the area including irrigation, municipal water supply, power generation, flood control, fish and wildlife enhancement, recreation, and water quality control.

The report indicates three broad general categories of water use problems in the southeast planning area:

- (1) Inadequate storage facilities to control the available seasonal and cyclic stream flows.
- (2) Inadequate conveyance and distribution systems.
- (3) Inadequate tax base to finance a comprehensive water program.

There is an average yearly flow of 374,800 acre feet of water through the southeast planning area. The annual flow in the Cosumnes River has been measured since 1907 at Michigan Bar and has varied from a low of 40,000 acre feet in 1923-24 to a high of 876,400 acre feet in 1910-11. The river has had no flow for as much as 153 consecutive days and has no flow at some time during most years.

The Bureau report indicates that ground water supply is limited to water-bearing sediments confined to the relatively narrow flood plains along the Cosumnes River, Deer Creek, Dry Creek and Laguna Creek. Depth to ground water in the fall of 1960 varied from 35 to 80 feet along Dry Creek and an average of 35 feet in the Deer Creek-Cosumnes River area. Domestic water in the area is provided by individual wells. However, the report indicates that firm ground water supplies for other than domestic or stock uses cannot be economically developed.

The surface water in the southeast area is of very high quality making it suitable for all beneficial uses. Some 30 private reservoirs serve a limited agricultural need. At the present time only about 10,000 acre feet per year of water for agricultural purposes is diverted from the Cosumnes River. Efforts to obtain irrigation water supplies have not been fruitful because the tax base has been too low to support a project large enough to develop an economical supply.

WATER USE PLANS

Several dams and reservoirs have been proposed in the Cosumnes River Basin by the Bureau of Reclamation. These dams and reservoirs, along with stream and channel improvements, will ensure adequate year round flows in the major streams to provide firm supplies of irrigation water, enhance fisheries and control flooding.

Nashville Dam

The proposed Nashville Dam and Reservoir on the Cosumnes River would be located upstream about 12 miles from the Sacramento County line. The Nashville Reservoir would have a capacity of 900,000 acre feet at normal water surface. 200,000 acre feet would be available between November 1 and March 20 of each year for flood control storage. Some of the water released into the Cosumnes River would be diverted into the New Granlees Canal by the existing Granlees Dam near Michigan Bar and into a 17,940 acre service area for irrigation. Of this area less than 1,000 acres were irrigated in 1960.

County Line Reservoir & Folsom South Canal

County Line Reservoir and Folsom South Canal are part of the Auburn-Folsom South Unit of the Central Valley Project. The proposed County Line Reservoir, located on Deer Creek at the Sacramento-El Dorado County Line, will be a multi-purpose reservoir with a capacity of 40,000 acre feet. 15,000 acre feet of the capacity will be used for flood control storage. The maximum water surface elevation will be 445 feet with 1160 acres of water surface and 20.5 miles of shoreline. It is anticipated that the water will be used primarily for municipal and industrial uses.

The Folsom South Canal will extend southerly from Nimbus Dam on the American River to Lone Tree Creek in San Joaquin County crossing the southeast planning area in a north-south line two to three miles east of Wilton and Herald. This project will supply water for municipal, agricultural and industrial users. A portion of the water will serve to recharge the ground water through deep percolation of both conveyance and farm application loss.

Hutson School Dam & Reservoir

The Hutson School Dam as proposed by the Corps of Engineers would provide 200,000 acre feet of storage for flood control and irrigation. This reservoir would be located in the southeast corner of the County on Dry Creek. The dam would be 90 feet high and one and one-half miles long with an elevation of 215 feet above sea level. This proposed reservoir would provide flood control and irrigation storage.

SOUTHEAST PLANNING AREA

FLOOD INFORMATION

50-YEAR FLOOD

50-YEAR FLOOD WITH
NASHVILLE & COUNTY LINE
PASSED BY COMPLETED



SACRAMENTO CO
AMADOR CO

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Flood Protection

The U.S. Army Corp of Engineers has completed a report, "Flood Plain Information, Cosumnes River Basin, August 1965" indicating the 1958, 1963 and 1964 flooded areas. The report considers proposed dams and stream improvements recommended by the Bureau of Reclamation and delineates probable flood conditions based on the completed projects.

Construction of the proposed dams will protect from 5,000 to 7,000 acres of land from periodic inundation. In 1958 some 10,000 acres in the Deer Creek-Cosumnes River area plus 6,000 acres in the Dry Creek area were inundated. The Corps of Engineers estimates that the amount of area flood-

ed will be reduced by approximately 2,000 acres on the Cosumnes River and as much as 5,000 acres may be protected in the Dry Creek area.

The economic benefits of these proposals for flood control plus water supply to the southeast planning area are significant. An interesting note of comparison can be found in the Cosumnes River Division report by the Bureau of Reclamation. The report refers to the 1960 Report of the Amador County Agricultural Commissioner that dry land range and pasture had a productive value of \$1.86 per acre compared to \$45.70 per acre for irrigated pasture and \$140.00 per acre for fruit, vine and nut crops.

LAND USE PLANNING IN SURROUNDING AREAS

The Southeast Area Plan is a continuation and coordinated part of the Sacramento County Plan and the general plans of San Joaquin and Amador Counties. In 1963 San Joaquin County adopted a land use plan for the year 1983 which proposed recreational and permanent agricultural uses in the area immediately adjacent to the Sacramento County line. No detailed land use plans have been adopted in Amador County for the areas adjacent to Sacramento County.

The Galt Area General Plan for the year 1980, prepared by the Sacramento County Planning Department and adopted by the Galt City Council and the Sacramento County Board of Supervisors in 1962, extends to the western boundary of this study area. It indicates a rural residential land use with a suggested population density of 1,000 persons per square mile for the area extending from

the south County line to one mile north of Twin Cities Road.

The area north of the Galt Plan extending to the Cosumnes River is part of the Southwest Area Plan. This plan was prepared by the Sacramento County Planning Department and adopted by the Sacramento County Board of Supervisors on May 11, 1964. In that plan all of the land bordering the Southeast Planning Area was suggested for permanent agricultural land use.

Between the Cosumnes River and Grant Line Road in the Elk Grove-Sheldon-Sloughhouse area studies have been prepared by the Sacramento County Planning Department. These studies indicate urban land uses extending out from the City of Sacramento to the Cosumnes River-Deer Creek flood plain. Permanent agricultural land use is suggested in the flood plains with recreational uses along the river.

LAND USE PLAN — SOUTHEAST AREA

The land use plan required a solution to divergent desires of different interests. Some of the residents and property owners expressed a desire to keep the entire area in permanent agriculture, while others wanted to encourage urban development throughout the area. The plan provides for an arrangement of the agricultural and residential areas so that there will be a minimum of conflict between them.

During the early development of the plan, the Advisory Committee discussed five alternate overall concepts for the development of the Southeast Area. These included: (1) total agricultural—no additional residential development; (2) total urban development—no additional agricultural uses; (3) encourage residential development in the western one-third of the area from Wilton to the San Joaquin County line and permanent agriculture in the eastern two-thirds of the area; (4) encourage agriculture and allow scattered residential development throughout the area; (5) encourage agriculture in the eastern two-thirds and provide greenbelts around the historical communities leaving room for growth of low density residential areas.

The choice of the fifth concept was made after considering a number of items concerning the future of the Southeast Area. Physically the area could develop either residentially or agriculturally, however, from a standpoint of metropolitan growth there is no need to add this 180 square miles to the already sprawling urban area. The use of this land for agriculture is more important to the County as a whole, therefore, a plan was designed to promote and protect the area's agricultural values. It was felt that this would be an economically feasible objective if long term protection could be assured in order to encourage soil and water conservation and range improvement.

It was generally agreed that new residential development should be located in and near the historical townsites and that room for growth of those neighborhoods should be provided on the plan. The absence of any public water supply or sewage disposal facilities now or in the foreseeable future dictated that the residential area should be developed in a low density rural residential character with not over 300 families per square mile. To preserve the rural character and the neighborhood identities the plan retains some of the existing agricultural greenbelts that connect the agricultural areas in the southern portion of the county. The permanent greenbelts will help to insure the creation of compact rural communities. There appears to be only a limited market for rural non-farm housing. If that residential development is allowed to scatter irrationally, it will be economically impossible to supply it with the necessary municipal facilities in the future. The ability to provide adequate education and recreation facilities for these communities is proportional to the compactness of the communities and the "home to school" and "home to park" travel distances.

Permanent Agriculture

The land use plan proposes 129 square miles of permanent agricultural area. The permanent agricultural classification includes the area from the Cosumnes River on the north to the San Joaquin County line on the south and from the Amador County line on the east to the Folsom South Canal on the west. It also includes the areas between the residential communities and connects with the permanent agricultural areas around Galt to the west.

Exclusive Agriculture — Recreation Reserve

The nine square miles indicated on the plan as an exclusive agriculture-recreation reserve along the Cosumnes River and Dry Creek flood plains is a recognition of the area's special value for intensive agricultural use and of an anticipated future need and practical suitability of this area for recreational uses. While the recreational need is recognized as occurring within the foreseeable future the classification recognizes that these flood plains contain some of the most highly productive agricultural land. The concept of the exclusive agriculture-recreation reserve is to preclude urban development in order to protect the agricultural use of the land and to provide open space to meet some of the recreational needs of future generations.

General Recreation

In addition to the possible future recreational use of the exclusive agriculture-recreation reserve other types of recreational land use are indicated on the plan. Riding and hiking trails are recommended along the natural drainage courses as indicated on the "Sacramento County Riding and Hiking Trails Plan," adopted by the Board of Supervisors by Resolution No. 63-522, April 17, 1963. A trail system is proposed through the Michigan Bar area and down the Cosumnes River to the Mokelumne River. Another trail is proposed along Dry Creek in the southern edge of the County from the Amador County line to the Cosumnes-Mokelumne Delta and Snodgrass Meadows State Park. A riding and hiking trail located along the right of way of the Folsom South Canal with rest stops and staging areas where major county roads cross the canal would be a very desirable addition to the recreation element of the plan. A trail located along the right of way of the future Route 16 Freeway from the Cosumnes River to the Watt Avenue Bridge would "close the loop" with the American River trail from Watt Avenue to Nimbus Dam, the Folsom South Canal and the Cosumnes River Parkway.

Recreation areas are indicated on the plan within the banks, channels and levees of the Cosumnes River and Dry Creek and adjacent to the proposed Hutson School Dam Reservoir. A large recreation area is indicated at Michigan Bar on the Cosumnes River and in the area of the tailings south of the

Jackson Highway. Almost all of this land is of such limited potential for urban development and its agricultural value is so marginal that open space recreational use will be the most desirable use of the land. It is proposed that these areas be retained in their natural state and made available for fishing, hunting, swimming, hiking, picnicking and other non-directed relaxation activities.

The Fish and Wildlife Service of the United States Department of the Interior in its report on the Cosumnes River Division of the Central Valley Project, September 1963, recommended that an area along the Cosumnes River be acquired for protection of wildlife and enhancement of fisheries. The recommended development would include improvement of wildlife cover and protection of spawning gravels. This area would provide important opportunities to many people for nature study, photography and observation and enjoyment of various fish and wildlife species and their natural habitats. Primary access would be provided at the existing five County road crossings: (1) Sloughouse, Meiss Road Bridge (2) Dillard Road Bridge (3) Highway 16, Bridgehouse Bridge (4) Michigan Bar Bridge (5) Latrobe Bridge.

An alternate plan was prepared in 1965. It indicates a reduced amount of mitigation area. The alternate plan would provide stream maintenance and protection by the acquisition of the streambed to a capacity of 300 second feet, and a strip of land approximately 200 feet wide along each side of the stream. This plan would provide fishery management but little wildlife protection. This alternate plan would separate fishery management areas and wildlife protection areas and would require lands upstream to be used for wildlife mitigation. The Southeast Area General Plan indicates desirable areas for recreation along the flood plains of the Cosumnes River.

Parks

The Southeast Area Plan suggests that nineteen neighborhood parks be located in the residential areas. It is recommended that these parks be located adjoining the school grounds and that the school-park site areas be jointly planned and developed to secure the best coordination of facilities.

Residential

The plan proposes two types of rural non-farm dwelling areas designated as rural residential and rural estates. The rural residential areas propose population densities of about 1,000 persons per square mile or from 275 to 300 families per square mile. The lot sizes in the rural residential areas would range from two to twenty acres and over. These areas are: Wilton, 10 square miles; Alta Mesa, 6 square miles; Herald, 9 square miles; and Clay, 6 square miles.

The rural estates area would provide for population densities of about 400 persons per square mile or about 100 - 120 families per square mile. The lot sizes would range from 5 to 20 acres and over. Rural estates areas are suggested: south of Simmerhorn Road west of the proposed Folsom South Canal; on the hills and ridges around the recreation areas of the proposed Hutson School Dam; and in the Latrobe Road, Stonehouse Road, Jackson Highways area west of the Michigan Bar Recreational area.

Population

The holding capacity of the land use plan is about 35,500 persons. This includes 31,000 people in the rural residential area 4,000 in the rural estates areas and 500 in the agricultural areas. The 1965 population estimate is 2,000. Although it is not possible to predict accurately at what rate development will occur, it is reasonable to make certain assumptions based on the relationships between this portion of the County and the Sacramento Metropolitan Area as a whole. The plan assumes that most of the area indicated for residential uses will be developed by the year 2000.

There were 40 new housing starts in the area in 1964. With the apparently imminent construction of the Folsom South Canal, the ultimate construction of Route 65 Freeway and the increasing pressure for land in the urban area of Sacramento County, it is reasonable to assume that development in the Southeast Planning Area will proceed slowly until about 1980 and then will occur at a faster rate up to and beyond the year 2000. A population forecast for the area by five year periods is shown in the following table.

TABLE III
POPULATION PROJECTION
SOUTHEAST PLANNING AREA
SACRAMENTO COUNTY,
CALIFORNIA
1965

YEAR	POPULATION
1965	2,000
1970	3,000
1975	4,500
1980	6,000
1985	9,000
1990	12,000
1995	16,000
2000	20,000

Schools

There are two elementary schools in the Southeast Planning area both grade 1 through 8 schools: the Arcohe School in Herald, the only school in the Arcohe Elementary School District and the Dillard School in Wilton, a part of the Elk Grove Unified School District.

The plan shows eighteen elementary schools including the two existing schools, 3 junior high schools and a senior high school as possible future needs. The locations of the proposed schools are general and are only a guide to determine the approximate spacing and number of schools which may be needed.

Commercial

Eighty acres of retail commercial area are shown on the plan including 30 acres at Wilton, 25 acres at Dillard Road and the Central California Traction Company Railroad, 10 acres at Arno Road and Colony Road, 10 acres at Herald and 5 acres at Bridgehouse. These commercial acres as shown on the plan anticipate the possible future needs of the residents for normal day to day shopping requirements. They are designed to encourage growth of retail commercial areas in already established locations. The only retail area shown on the plan where no established retail stores are now located is at Arno Road and Colony Road. This inter-

section of a major north-south road and a major east-west road plus the nearness of the Central California Traction Company Railroad would indicate that either the northwest or southwest quadrant of the intersection would be best suited for retail stores and convenience shops. The suggested retail area at Bridgehouse would be a convenience center oriented toward the auto traffic on Jackson Highway.

The immediate needs of the southeast area as a whole include a hardware store, a drug store, a variety store, space for convenience services such as a barber shop, a beauty shop, a television and appliance repair shop, an automobile garage, office space for uses such as insurance and real estate salesmen, and a restaurant or cafe. There is some need for such stores and services in the Wilton area at this time. The long term needs of the residents will include retail shopping centers at Arno Road and Colony Road and at Herald.

Industrial

The only industrial area shown on the plan is at the northeast corner of the intersection of the Central California Traction Company Railroad and the Ione Branch of the Southern Pacific Railroad at Herald. Although this land is now vacant it was previously zoned M-1 Light Industrial and M-2 Heavy Industrial and would appear to be an excellent site for a manufacturing district.

TRANSPORTATION AND CIRCULATION

MAJOR STREETS AND HIGHWAYS PLAN

Freeways

One east-west and one north-south freeway have been proposed in the planning area. The proposed Jackson Freeway, Route 16, will follow the present alignment of the Jackson Highway. Route 65, the "Foothills Freeway" is proposed to traverse the area from the northwest to the southeast. The alignment of this freeway has not yet been adopted by the State Highway Commission in the southeast portion of Sacramento County.

Expressways

Latrobe Road in the northern portion of the planning area is proposed as an expressway with a normal right-of-way requirement of 110 - 134 feet.

Major Thoroughfares

Three north-south and six east-west major thoroughfares are proposed on the plan. The three north-south major thoroughfares are Alta Mesa Road, Clay Station Road, and a proposed north-south major thoroughfare from the extension of Borden Road to Ione Road. The six east-west major thoroughfares are Ione Road, Dillard Road, Valensin Road, Twin Cities Road, Borden Road, and Simmerhorn Road. These major thoroughfares have a normal right-of-way requirement of 110 feet.

Major Arterials

Seventeen major arterial streets having a normal right of way requirement of 80 feet are proposed in the area. The nine north-south arterials are Wilton Road, Colony Road, Tavernor Road, Meiss Road, Stonehouse Road, Cosumnes Road, Cherokee Lane extended to Dillard Road, Alabama Road and the proposed Hutson School Dam Road from

the extension of Borden Road across the proposed Hutson School Dam to Mackville Road in San Joaquin County. The eight east-west arterials are Green Road, Freeman Road, Blake Road from Alta Mesa Road to the interchange with Route 65 Freeway, Walmort Road, Hobday Road, Arno Road, Clay East Road and Boessow Road.

Connectors and Collectors

The other major streets shown on the plan are designated as collector streets. These streets will have a normal right-of-way requirement of 60 or 80 feet.

ROADSIDE RESTS

Potential roadside rest areas are shown in the plan in three places. (1) In the eastern section of the proposed Hutson School Dam Reservoir where it is recommended that the proposed Route 65 freeway cross the Reservoir. (2) At Bridgehouse where Route 16 Freeway crosses the Cosumnes River, and (3) at the intersection of the Dillard-Latrobe Road Expressway and the Jackson Freeway.

RAILROADS

The existing railroads are the Central California Traction Company line which follows a direct north-south route across the western portion of the planning area and the Ione Branch Line of the Southern Pacific Company which crosses the central portion of the planning area in an east-west direction. These two lines intersect at a grade crossing in Herald. No major railroad extensions are proposed.

ADOPTED ZONING

A principal purpose for the preparation of the Southeast Area General Plan was to formalize the basic objectives and goals for the desired future physical development. This general plan was developed after considerable research and discussion with the residents of this sector of the County. It is without value unless it can be implemented into future deeds and actions. As one means of implementing such a plan the Planning Department prepared zoning district maps for the area. They are units number 16, 19, 20, 25, and 26 in the county-wide system of comprehensive zoning plan maps. These maps serve as a day to day guide for development in this section of the County. These zoning unit maps are the last of the original 32 zoning units to be adopted in the County and complete the County-wide system of precise zoning unit maps started with the adoption of Zoning Unit No. 1 on September 27, 1950.

Since the principal purpose of these zoning maps is to carry out the intent of the plan the proposed zoning on the five units corresponds with the proposed land uses of the plan. The area proposed for permanent agriculture on the land use plan has been designated on the adopted zoning maps as AG-20 or AG-80 Exclusive Agricultural Zoning. These districts provide for all agricultural uses and 20 and 80 acre minimum lot sizes.

The areas shown on the land use plan as low density rural residential have been indicated on the accompanying zoning maps in several zoning district classifications. In the areas immediately surrounding the historic townsites where development seems imminent the A-2 Agricultural zoning district classification was used. Farther out from the center of the townsites where immediate development is not likely the proposed zoning has been indicated as either A-5 Agriculture or A-10 Exclusive Agricultural. The A-10 Exclusive Agricultural zoning district classification provides for a ten acre minimum lot size. It has been used to encourage the agricultural use of the land as long as it is economically feasible and until this area is ready to be converted to a rural residential use in a logical sequence. The A-5 Agricultural zoning district classification is a new zoning district. It was drafted to meet an expressed desire for a five acre "agricultural" zoning district by the residents and property owners of the area.

In those areas subject to frequent flooding a flood combining zone has been used. The (F) combining zone classification is one that combines with the basic land use zoning districts to regulate the use of the land with relation to its flood hazard.

The area of the zoning district classifications adopted by the Board of Supervisors in the Southeast Planning Area are shown in the following table:

TABLE IV
ADOPTED ZONING
SOUTHEAST PLANNING AREA
FEBRUARY, 1966

	Unit #16	Unit #19	Unit #20	Unit #25	Unit #26	Total Acres	Square Miles	% Of Total Area
AG-80	19,437	2,877	21,420	—	20,140	63,874	99.8	55
AG-80(F)	687	—	—	—	1,805	2,492	3.9	2
AG-20	—	14,815	—	12,599	1,519	28,933	45.2	25
AG-20(F)	—	66	—	1,670	316	2,052	3.2	2
A-20	286	—	—	—	—	286	0.5	0.5
A-10	1,443	2,221	—	2,343	—	6,007	9.4	5
A-10(F)	—	22	—	44	—	66	0.1	—
A-5	—	2,356	—	2,214	640	5,210	8.1	4
A-2	—	4,514	—	1,466	640	6,620	10.4	6
A-2(F)	—	459	—	—	—	459	0.7	0.5
A-1-A	—	—	—	23	—	23	—	—
C-2	2	—	—	1	—	3	0.1	—
M-1	—	—	—	17	—	17	—	—
M-2	—	—	—	37	—	37	—	—
TOTAL	21,855	27,330	21,420	20,414	25,060	116,079	181.4	100
Sq. Miles	34.1	42.7	33.5	31.9	39.2	—	181.4	100
% of Total	19	24	18	17	22	100	100	100

RECOMMENDATIONS

The Southeast Area General Plan is not an end in itself. It is in effect only a beginning. Planning is a continuous function and the need to revise and update the general plan is as important as the decisions that are going to be made based on the plan. In order for the plan to be effective it is recommended that:

- (1) All means of furnishing an adequate public water supply be given thorough consideration;
- (2) The following proposed storage facilities for surface water be given full support by the County of Sacramento including:
 - (a) Nashville Dam and Reservoir,
 - (b) County Line Reservoir, and the
 - (c) Hutson School Dam and Reservoir;
- (3) Adequate conveyance and distribution systems for water be built as an integral part of water conservation and flood control projects;
- (4) Agricultural land uses be encouraged and protected in the eastern two thirds of the planning area and surrounding the residential communities;
- (5) Rural non-farm housing be permitted only around the historical townsites of Wilton, Alta Mesa, Herald and Clay;
- (6) Areas within the floodways be kept in an exclusive agricultural-recreational reserve for open space use by future generations;
- (7) General recreation areas be provided and encouraged between the banks, channels and levees of the major water courses and streams;
- (8) A regional park be developed in the Michigan Bar Area and be interconnected with the tailings area south of the Cosumnes River and the Cosumnes River recreational area;
- (9) Riding and Hiking trails be provided along the rights of way of the Folsom South Canal and the proposed Jackson Freeway, Route 16;
- (10) Retail commercial needs be supplied by expansion of the existing commercial centers;
- (11) The minimum permitted lot size in the residential areas be at least two acres;
- (12) There be continuous follow-up planning for the routing and ultimate construction of Route 65 Freeway and the Folsom South Canal;
- (13) Neighborhood parks be developed adjoining the elementary schools;
- (14) The future junior high schools be located near the historical townsites to help preserve and enhance the identity of the communities.
- (15) A future high school be located in the Herald area;
- (16) The school site plans be refined as the area develops to avoid serious over or under capacity in school facilities and the proper precise location for each site;
- (17) The plan be revised periodically and updated from time to time to keep pace with the needs of the community and reflect changing conditions.

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PRELIMINARY PROJECTIONS OF CALIFORNIA AREAS
AND COUNTIES TO 1985

Department of Finance, Financial and Population Research Section
April 20, 1967 Sacramento Special Report

The population projections contained in this report have been prepared by the Department of Finance in response to the requests of many agencies and individuals within and outside of State service. They supersede the last set of county projections, dated February 15, 1963 while their total for the state differs slightly from both of the alternatives published in California Population Projections, 1965-2000, March 1966. The reasons for the differences lie in the use of later information as well as the nature of the projection process.

Projections are emphatically not predictions of things to come; no qualified demographer would make such a claim. A projection says, in effect, that if the trends of births, deaths and migration which have been assumed are in fact realized, then the stated population will be attained by the stated year. Projections are not merely academic exercises with numbers, either. The conscientious planner or administrator can and does use them to help him make decisions; he must decide the relative costs of overplanning and underplanning, of providing too much or too little. The demographer can only tell him what he can expect under explicit assumptions.

The assumptions underlying any set of population projections can be divided into the general and the specific. The general assumptions state that the basic conditions of the world will not deviate sufficiently from those expected to affect the population significantly. Neither natural calamity nor fundamental institutional changes nor changes in the conditions of war and peace are considered. Specific assumptions embrace deaths, births and migration. Since mortality by age has undergone little change in the past decade, it is assumed that present rates will continue throughout the projection period.

The United States Bureau of the Census has projected population according to four differing fertility assumptions designated, from high to low A, B, C, and D. The details of these patterns are described in the Bureau publication P-25 No. 359. For the past year and so far in the present year, it appears that actual performance has fallen somewhere between C and D. The Department of Finance has experimented with both the C and D fertility series of the Bureau using the working assumption that California age-specific birth rates, although different from those of the United States, are converging toward them and will equal national rates in fifty years.

Although little is known about the levels of in- and out-migration to and from California later than that reported from the Census of 1960, during the past decade an annual average of approximately 340,000 more civilians have arrived than have departed. More recently, the average has been lower. These projections of county population assume that within a few years net migration will attain a level of 300,000 including 65,000 immigrants.

This level will be maintained throughout the projection period; both statewide series using this migration assumption are designated Migration I. Other migration assumptions are possible as are alternate fertility assumptions. The text table below presents the statewide effects of the operation of such alternatives including one which foresees no net migration whatsoever. Although the latter series is not likely to be realized, it is instructive in that its comparison with the other series shows the effects of California's migration upon its future population. Migration II assumes a straight line decline in domestic net migration to zero in fifty years, a reflection of an hypothesis that United States population will attain a dynamic equilibrium in migration within half a century.

Statewide Population at midyear, in thousands, assuming fixed mortality and various conditions of fertility and net migration:

ASSUMPTIONS	1975	1980	1985
Migration I Fertility C	23,954	27,170	30,662
Migration II Fertility C	23,796	26,711	29,741
Migration I Fertility D	23,585	26,406	29,475
Migration II Fertility D	23,429	25,956	28,575
No Migration Fertility D	20,391	21,312	22,329

The county population projections presented below are based upon the Migration I-Fertility D statewide combination because this pair seemed to reflect the most reasonable assumptions over the projection period at the time of publication. Future natural increase for each county was based upon its projected crude birth and death rates, controlled to the total statewide births and deaths generated by the selected fertility and mortality assumptions. This type of constraint is deliberately kept minimal in

the belief that imposition of a blanket adjustment underscores a deficiency of analysis in the individual county projection. A very small percentage of adjustment to make the parts "add up" is tolerable; a substantial adjustment signifies a failure to make meaningful judgments for the parts.

Careful estimates of the net migration for the 58 counties for the years 1960 to 1965 had been prepared and used in the development of the most recently revised county population estimates, those of Table 16, California Population 1966. These annual figures served as guides in the allocation of the assumed statewide net migration. In this process, essentially one of judgment, advice was sought from county officials, planners and labor market analysts. Their help is gratefully acknowledged and if some of the figures below do not agree with their judgments, the disagreement is attributable to a differing viewpoint. The populations presented in this report and the net migration figures underlying them probably lean more heavily on the immediate past and less on the formulations of local and regional plans than local or regional planners would like. This work was influenced by their advice when it was offered, but it was necessary to temper it with recent experience in the interests of the statewide pattern of growth. It is not often possible to evaluate in advance the effects of local general plans or expected economic development.

TOTAL POPULATION OF CALIFORNIA COUNTIES, 1960 and 1965
WITH PRELIMINARY PROJECTIONS TO 1985

	Estimated		Projected			
	July 1, 1960	July 1, 1965	July 1, 1970	July 1, 1975	July 1, 1980	July 1, 1985
Alameda	912,600	1,032,600	1,134,100	1,244,300	1,358,200	1,476,900
Alpine	400	400	400	400	400	400
Amador	10,000	11,600	12,900	14,400	16,300	18,300
Butte	83,200	98,200	107,000	116,800	127,100	138,100
Calaveras	10,400	11,500	12,500	13,700	14,900	16,100
Colusa	12,200	12,600	12,300	12,000	11,800	11,600
Contra Costa	413,200	509,600	604,800	716,600	839,400	972,000
Del Norte	17,800	18,300	18,400	18,500	18,800	19,100
El Dorado	29,900	43,400	55,300	68,900	83,400	98,700
Fresno	368,500	408,200	443,500	482,400	525,400	572,400
Gienna	17,400	18,800	19,600	20,500	21,400	22,400
Humboldt	104,900	105,200	108,700	112,600	117,200	122,500
Imperial	73,000	77,000	81,000	85,400	90,400	96,100
Inyo	11,700	14,100	16,100	18,400	20,800	23,300
Kern	294,900	330,600	359,500	391,400	427,100	466,500
Kings	50,500	67,000	71,100	75,600	80,600	86,100
Lake	13,900	17,200	19,400	21,700	24,100	26,400
Lassen	13,600	16,900	17,800	18,700	19,700	20,800
Los Angeles	6,071,900	6,868,300	7,396,400	7,966,400	8,577,600	9,234,600
Madera	40,700	44,300	47,200	50,400	53,900	57,700
Marin	148,800	188,600	225,500	270,500	320,900	375,400
Mariposa	5,100	6,000	6,400	6,900	7,400	7,900
Mendocino	51,000	51,200	52,200	53,200	54,500	55,900
Merced	90,900	107,100	120,100	134,800	151,400	170,100
Modoc	8,300	8,000	8,200	8,400	8,700	9,000
Mono	2,500	4,300	5,300	6,500	7,800	9,200
Monterey	195,300	221,600	248,400	279,000	313,300	351,600
Napa	66,400	75,700	82,500	90,000	98,000	106,300
Nevada	21,200	25,100	26,200	27,500	28,800	30,100
Orange	719,500	1,152,300	1,513,800	1,919,100	2,342,600	2,791,000
Placer	57,500	72,500	85,600	100,800	117,300	135,000
Plumas	11,600	12,300	13,000	13,700	14,400	15,300
Riverside	311,700	413,200	517,200	641,900	780,000	931,700
Sacramento	510,300	611,900	683,700	764,700	854,100	952,500
San Benito	15,500	17,200	18,400	19,800	21,200	22,800
San Bernardino	509,000	637,200	748,600	881,300	1,030,200	1,195,600
San Diego	1,049,000	1,197,200	1,340,900	1,503,700	1,689,400	1,898,700
San Francisco	741,500	743,100	734,600	731,100	733,400	737,100
San Joaquin	251,700	273,600	291,800	311,700	333,100	356,200
San Luis Obispo	81,900	100,500	113,700	128,500	144,500	161,700
San Mateo	449,100	526,900	592,900	667,500	748,500	836,300
Santa Barbara	173,600	243,000	278,700	319,300	363,600	411,800
Santa Clara	658,700	893,800	1,086,800	1,311,300	1,558,200	1,830,000
Santa Cruz	85,100	104,800	125,000	148,000	171,800	196,200
Shasta	60,400	74,700	86,800	100,500	115,100	130,800
Sierra	2,200	2,400	2,400	2,400	2,500	2,500
Siskiyou	33,000	34,300	35,300	36,300	37,500	38,700
Solano	137,100	159,800	182,200	208,600	238,700	273,000
Sonoma	148,800	179,500	202,900	231,100	262,500	297,000
Stanislaus	158,300	176,000	189,400	204,000	219,900	237,000
Sutter	33,700	39,000	42,800	47,100	51,700	56,800
Tehama	25,500	28,300	30,000	31,700	33,700	35,800
Trinity	9,600	8,800	9,600	10,500	11,500	12,600
Tulare	169,400	187,200	206,400	227,300	249,500	273,300
Tuolumne	14,500	18,100	21,200	24,800	28,300	32,000
Ventura	203,100	302,700	396,700	517,000	658,700	822,000
Yolo	66,400	78,900	89,100	100,600	113,200	126,900
Yuba	35,100	43,400	48,700	54,800	61,600	69,200
State	15,863,000	18,726,000	21,001,000	23,585,000	26,406,000	29,475,000

UNOFFICIAL PRELIMINARY PROJECTION FOR THE YEAR 2000 OF TOTAL POPULATION
FOR THE FIFTEEN CALIFORNIA COUNTIES WITH AREA
WITHIN 50 MILES OF SITE

	<u>Counties</u>	<u>Year 2000</u>
1.	Alameda	1,825,683
2.	Amador	23,735
3.	Calaveras	19,647
4.	Contra Costa	1,392,667
5.	El Dorado	146,228
6.	Nevada	33,413
7.	Placer	188,124
8.	Sacramento	1,259,498
9.	San Joaquin	421,856
10.	Solano	385,889
11.	Stanislaus	286,539
12.	Sutter	72,219
13.	Tuolumne	42,458
14.	Yolo	169,456
15.	Yuba	93,470

Notes

1. Based upon projections to 1985 developed by the Department of Finance. Net migration after 1985 was assumed to continue at the level set for 1980-85. Natural increase was developed from the United States model, series D.
2. Projected total State population for the year of 2000 is 38,991,530.